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ABSTRACT

The connections between regional organization and regional leadership in postsecondary education are considered. The role of leadership, various styles of leadership, and strategies for implementing the development of leadership are discussed. Leadership qualities demanded by regionalism that are different from leadership qualities needed in other areas of higher education and in other fields are also considered. In the report "Regionalism in American Postsecondary Education: Concepts and Practices," S. V. Martorana and Lawrence A. Nespoli suggest three strategies for organizations: the authoritative/coercive tactic, the incentive funding tactic, and the programmatic/opportunistic tactic (a combination of the first two). In the third model where decisive authority is used in circumstances meriting action and incentives are used when less aggression is required, flexibility and good judgment are required of the leader. Harry Levinson's "The Exceptional Executive" identifies the specific types of leaders: shaman, who uses personal powers; priest, who claims power through the office; elected leader, who goes through some time of preparation to achieve the position; missionary, whose mission involves a utopian view of the future and a program to achieve reforms; and mystic healer, an altruist and creator who seeks to find causes. Three areas of knowledge that are needed to accomplish the important mission of achieving regionalism are as follows: knowledge of higher education, knowledge of government, and knowledge of human relations. Other qualities that are necessary are flexibility of character, facility for negotiation, and the ability to look to the future. Strategies for developing leadership include special institute programs run by universities or agencies. (SW)

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THE IMPORTANCE OF LEADERSHIP FOR REGIONALISM:
SOME SUGGESTIONS FOR ACTION

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SHEEO

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It is a pleasure to be part of this important meeting to discuss and consider the implications of the report, "Regionalism in American Post-secondary Education: Concepts and Practices", by S. V. Martorana and Lawrence A. Nespoli, The Center for the Study of Higher Education, The Pennsylvania State University. The authors are to be complimented on this most exhaustive study, thorough overview, and perceptive analysis of regionalism in higher education.

As one reads through the report and learns about various attmepts to define and encompass regionalism, and about the various networks and experiences in different states, the various taxonomies, goals, expectations, concepts of authority and legitimacy, the interactive forces, structures, designs, duties, functions, processes, finances, compacts, one is ultimately drawn into the whirlpool of the discussion in Chapter 14 about "Leadership Strategies and Approaches of State Educational Agencies". Indeed as one reads through the report, a unifying question emerges: What is the nature and function of leadership in making regionalism operate?

The report charges us to "...develop programs cooperatively to enhance understanding of regionalism by postsecondary education personnel at all levels and their use of regionalism as an organizational principle; both inservice training of persons already engaged in the field and preservice preparation of new professionals seeking to enter are indicated.' To further explore these critical connections between regional organization and regional leadership is the purpose of my remarks. Present and future leadership is a crucial catalyst for the rigorous and delicate activities necessary to achieve

in postsecondary education.

In these remarks I would like to focus on the following notions about the leadership role in regionalism.

First, I would like to mention some general ideas about the role of leadership.

Second, I would like to explore with you various styles of leadership, some or all of which may be demanded by regionalism. In part, the qualities required of leadership in educational regionalism are somewhat similar to those required in other fields, such as the leadership required of the legislature, or of the governor's staff, of the university president, or of other administrators in higher education. We will find that in addition, however, there seem to be special ingredients, albeit very complex ones, that are required for leadership for regionalism.

Then we will consider the strategies for implementing the development of leadership as we look ahead to strengthening this role and preparing others to assume it.

First, some assumptions: The process through which organizations, including regional systems develop according to Charles Perot, in "Complex Organizations: A Critical Essay" 1972, is a "never ending struggle for values that are dear to participants--security, power, survival, discretion, and autonomy--and a host of rewards." According to Kenneth Boulding in "The Organization Revolution", 1960, the fundamental political problem is one of power and its distribution, sources, and use. It is within the arena of such competing interest, powerful interests, that the development of regionalism comes to life.

Second, when we talk about leadership in regionalism one must be mindful of the two groupings of leaders: (1) those who initiate and (2) those who implement. Let me explain. In the case of initiating regionalism, there are leadership demands involving the legislative body, the governor's office, the state higher education agencies, those with foresight in the public or private institutions and their administrative agencies, as well as the board members of the various groups. Leadership in developing regionalism would require the leader both to perceive the need for it and to develop supporting arrangements among various groups. Leadership functions of the "initiators" and "implementors" are fairly similar, but in those cases where there are exceptions, we will so designate.

There are some special leadership qualities demanded by regionalism which are different from leadership qualities demanded in other areas of higher education and in other fields. Let me cite two or three examples. First, while evidence of regionalism in higher education goes back to the colonial period, as noted in the report, the reality is that regionalism in higher education has not been dominant in the development of American higher education as has the establishment of individual institutions of higher learning. Thus, more of a "selling job" has been required to elicit support for innovative programs, for which there is not as much tradition or experience to legitimize.

Between the period 1967-1975, Lewis Patterson described the number of "consortia" which rose from 31, 1967, to 106, in 1975; a new but fairly rapidly growing phenomenon. Yet, I submit that such consortia are usually accepted only after all alternatives, especially the emotional or irrational

ones, have been considered and found to be impossible. While this cycle might be typical of all rational endeavors in government and administration, there seems to be an increased resistance to merging individual postsecondary endeavors for the common good. "Big Brother" is a threat to individual autonomy. Moreover, regionalism is a vision that is difficult to achieve when offered to the conservator, of a threatened preserve. Regionalism requires a view of the forest rather than the trees and many would rather look at the trees. Those who have the foresight to perceive the needs for regionalism, or those who are going to be implementing, must be people who not only can see existing forests but who can also perceive the need for developing the forests beyond their present strength. This requires special vision, courage and talent and necessitates the additional ability to articulate this vision for those who are willing to learn and to be convinced, and to describe the forest, vividly and invitingly, for those who are resistant and protective of their own domains.

What qualities of leadership does such a task require? And how do they differ from those of a typical college president?

In a recent advertisement in the Chronicle of Higher Education (May 22, 1978), there were two adjoining advertisements, one for the presidency of a 100 year old liberal arts college with an enrollment of about 1,000, and next to it, an advertisement for an executive director of a regional program in higher education. Let me quote exactly from the advertisements. First for the college president: "Candidates should possess academic and experience qualifications to ensure the excellent conditions of enrollment, faculty, and finance." For the executive director of a regional activity the requirements

were: "The executive director is responsible for the planning, budgeting, and operation of the campus facilities...A minimum of 3 years extensive high level management experience in administering diverse programs and personnel, with extensive expertise in resource allocation, planning, budgeting if necessary; along with demonstrated effectiveness in dealing with government agencies and the various components of higher education institutions." Please note that in the case of the college presidency, in this case at least, the candidate was expected to ensure the continuation of conditions of enrollment, faculty, finances. Note that for the regional administrator, his activities included not only regional responsibilities but also high level management experience, effective expertise in resource allocation, planning and budgeting as well as sophisticated governmental and inter-institutional expertise. I do not mean to imply that all regional acitvities are alike any more than all presidencies are alike, but I do want to emphasize the breadth of activities required in regional positions. The first is an advertisement for an important position. The second is clearly an advertisement for Superman!

What styles of leadership are most effective?

In the report prepared by Martorana and Nespoli, there is a very fine chapter on the several contexts of regionalism, expecially with regard to the notion of organizational flexibility, and to alternative theories of organization as they have developed in practice.

Three strategies are suggested in this report as operating possibilities. (1) The "Authoritative/Coercive" strategy, or the "stick"; (2) the "Incentive Funding" strategy, or "the carrot"; and (3) the "Programmatic/Opportunistic" strategy, or the "politics of postsecondary education"--the third being a combination of the first and the second. The report also suggests that in the third approach, which is the most typical, the state agency assumes a leadership

posture and moves with decisive authority when circumstances seem to merit that kind of action, and at other times it offers incentives and proceeds in a less aggressive fashion, if that approach will help the agency achieve its ultimate goals and purposes.

The wisdom in this political model is in its flexibility of timing. The leader needs to exercise good judgement as to when to hit hard and when to use more positive incentives in order to move towards his goal.

How to implement the goals and strategies and what qualities of leadership are needed in order to accomplish the best regional activities are difficult to answer and yet they must be addressed.

Harry Levinson, in his noteworthy book "The Exceptional Executive" describes from still another source, various styles that leadership may assume. A leader he claims must operate by consent, however, he must continue to earn his position. If he does not, he will lost it. Displacement of political leadership is the most conspicuous example of this dynamic. We all experience this temporal characteristic of leadership-by-consent whenever one of our constituents asks us, "What have you done for me--today?"

Without voluntary consent, says Levinson, the leader can remain in position only if he can coerce consent by rigid control of his organization. However, even in business today, that "is less possible". If that is the case in business, that rigid control can be used less now than in earlier days, how much more true it must be in the case of educational regionalism when myriad groups are brought together with their own authority and their own versions of what it takes to work towards the common good.

Where does that leave the "leader"? In an interesting chapter on the executive as educator, Levinson talks about different types of teacher-leaders. Think this through with me and see how closely his descriptions fit in with your own experiences. The first type is the "shaman". The shaman heals through use of personal power, says Levinson. He focuses his audience on himself and when his skills are combined with unusual gifts he becomes charismatic. He has power, energy, and commitment, all of which organize people around him. Perhaps Churchill is the recent outstanding political example of such a leader.

The second type of leader is the "priest", who claims power through his office. He's an agency of omnipotent authority and those who organize around him differentiate themselves from others. A priestly structure is characterized by continuty; it has a past and a program for the immediate and distant future. It has a hierarchy with roles and places in the hierarchical ladder. In some areas the unusually strong authority of state government, or education officials reflects this pattern, but it is not a common one.

The third type is the "elected leader", one who endures trials of self-transformation, training, or some other form of right to achieve his position.

The "missionary" is the fourth type of leader. Usually mission involves a utopian view of the future and a program for achieving reforms. Even most business organizations have some kind of mission however self-serving.

The fifth kind of leader is the "mystic healer", an altruist and creator who seeks to find the sources of illness in the "patient's" personality,

or to discover the statue in the marble, a Michelangelo kind of leader who discerns what could be created from raw material. This style of leadership requires not only acumen but also self-subordination to the task at hand, and considerable sensitivity and flexibility in varying one's strategy. according to the phase of operation or according to the person or raw materials one is dealing with.

As anyone contemplates what type of leadership role to assume in the development of regionalism, these categories may help one to see what best fits his own personality and style. I think you would agree however that in order to be effective on the line, the leader would have to be part priest, shaman, missionary, elected leader and some mystic healer or creator.

Having considered some of the types and styles of leadership that one encounters and one exercises, what are some of the special ingredients in educational leadership that will be necessary if we are to accomplish the important mission of achieving regionalism? First, there are at least 3 areas of knowledge, theoretical or practical, that are required. First, certainly a knowledge of higher education. There is a growing concern that with a build up of bureaucracy, the understanding of, and sensitivity to, the demands of higher education are disappearing in favor of mere managerial skills. This is a valid concern and one that we must be very sensitive to. Second, a knowledge of government in imperative. If we are going to develop understanding, facility, and leadership in bringing together various government units, we must have a better understanding of the nature and activities of government. Third, a knowledge of human relations. Going back to the theories of organization of Mayo and Roethlisberger, there is increasing emphasis on the importance of

human relations as a basis for the successful operation of government and business activities.

Thus a knowledge of higher education, of government, and of human relations are the three important general ingredients in successful educational leadership.

In regional leadership, what further qualities are necessary? Let me mention four of them. First, a flexibility of character. If, as the conference study suggests, that flexibility is a hallmark of the regionalization activity, how much more so is it imperative that the leader have the ability to be flexible. If an argument for regionalism is that it is a mechanism which can respond quickly to the needs and demands of a particular area, region, or time, or all of them, the leader must have flexibility in order to be able to move quickly and respond appropriately.

The second quality is a facility for negotiation. In dealing with discordant voices, including the voices of special interest groups and regional institutional constituents, it is especially clear that the ability to orchestrate divergent voices becomes increasingly important.

The third quality is vision, the ability to look to the future, important in almost all areas, it is especially important in regionalism, because here it is imperative to anticipate what the new demands and areas of concern are going to be, not only for mounting new programs but also for implementing current programs as well, and providing meaningful continuity between past, present and future.

We have shared some ideas on the character and style of leadership needed in the design and implementation of regionalism and about the types of demands

that will be made on regional leaders. What strategies then can we design to enhance and to guarantee the professional development of such leadership? And what means do we have for infusing the leadership activity with the complex data necessary to inform its complex responsibilities?

The educational programs that are necessary to assure the strong professional development of leadership for regionalization must take many forms. Let me say first that the understanding of regionalism per se, is too dynamic, too fast moving, and too complex to be learned through one, two or five books. While it is basic to have the kind of analysis made by students and analysts of the field, as has been done at Penn State University, there will be need for an additional array of resources. At the outset we talked about two targets for leadership development: The initiators of regional programs and those who are responsible for administering and we said there would be some difference between the needs of the two. We also indicated that it is especially imperative for both groups to have a firm, solid background in government, certainly in higher education and in human relations, academic as well as practical.

Beyond that, however, how can we continue to education ourselves? Let me move from the most obvious and most mundane to the more subtle strategies. First, there is no substitute for word of mouth in a fast-moving business where there is nothing quicker than either picking up the phone and learning what is happening at other places, or in attending meetings, such as this one. Second, the university, itself, is an excellent base for the development of special programs within the context of general higher education programs or administration or government-political science programs. Third, it would seem that universities could develop institutes, not full departments, but special

institutes that would weave in and out of particular timely topics in regional administration as well as addressing the more continuous problems. Fourth, it would seem that special institute programs could be developed by non-university agencies, such as those which the Education Commission of the States (ECS) has developed in concert with the state higher education executive officers and political leaders. Indeed, the state higher education executive offiers have been the strongest forerunners and proponents of the kind of cooperative activities that embody regionalism. One might argue that the majority of activities of statewide boards of higher education existing today are, in a sense, regional activities. If you analyze carefully the kinds of work that one does on the statewide level, they are not too different from those at the regional level. In the last four years ECS has been operating inservice education programs to assist state higher education leaders, legislators, board members, and members of campus communities who address topics of statewide and regional concern. Dr. Martorana serves on this particular board as do others in the audience.

A side point: The last people in the group who want to call "Inservice Education" by that name are educators and politicians. I don't think we've had one planning board meeting where someone hasn't mentioned that we should call the program something else. When our planning board discovered that politicians and educators are more willing to take part in advanced leadership programs rather than be involved in "Inservice Education", the inservice education program at ECS was restructured into an expanded program, whose new name will be the Advanced Leadership Program, or ALP.

A significant strategy for preservice education for leadership is the growing number of internships in existing regional programs. These would afford an excellent opportunity for learning "on site". Indeed, they could be part of a series of internships that are developed on the statewide coordinating board level, for individuals to work out of a variety of offices whose work includes, but is not restricted to, regional activities.

In the development of our education strategies, as well as in the development of our regional programs themselves, there is much that could be learned and worked through with other government-related groups, many of them interested in and very often more experienced with regional activities than the educators are. Some examples of these are the National Council for State Legislatures, the National Governor's Association, the national organizations concerned with regional work in the fields of health, economic development, urban and community development, and the council of state governments, council of state planning agencies, to say nothing of the state and regional constituencies that are included in their memberships.

AT ECS we have been working with a number of these organizations, as we develop programs for the SHEEO members and their staffs, legislators, board members. With the experiences in developing "special programs for special audiences", universities and national organizations have a productive precedent for developing similar programs that can be most useful in regional efforts.

Regionalism for higher education is on the increase, as the conference report has indicated. It certainly is a modus operandi at present and will be even more so accepted in the future.

If that is important, then central to the development of this activity is the development of ideas about the special leadership role which regionalism requires.

But after all is said and done, what kind of leadership are we seeking? After considering some concepts of organization, decision making, leadership, and style developed in this century by Chester Barnard, Mayo and Roethlisberger, Harry Levinson and others, and with all due respect for their thoughtful contributions, let me share with you the most intriguing ideas about leadership taken for an ancient Chinese philosopher, Lao-Tze. His idea of the "best ruler" (read:leader) is this: A leader is best when people rarely know that he exists, not so good when people obey and praise him, worst when they despise and fear him. When he does not command the people's faith, they will lose faith in him. But of the best, when his task is accomplished, his work done, his aim fulfilled, the people will say, "We have done it ourselves."

The times are increasingly complex and demanding; the leadership role is increasingly complex and demanding. We must therefore continue to educate oursevles so that, as our tasks are accomplished, our vast and varied regional constituents can say, "We have done it ourselves."

The continued pursuit of meaningful and effective qualities, style, and strategies for leadership in regionalism for higher education may well become a key if not <u>the</u> key for achieving significant progress in higher education.